

## Analysis of the *Pemberdayaan Kesejahteraan Keluarga (PKK)* Program as an Effort to Improve Family Well-Being in Rural Areas

Melani Nur Cahya

Sekolah Tinggi Agama Islam Kuningan, Indonesia  
Corresponding Author: [mellanicahya285@gmail.com](mailto:mellanicahya285@gmail.com)

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### ABSTRACT

**Background:** The *Pemberdayaan Kesejahteraan Keluarga (PKK)* program serves as a critical community-based empowerment mechanism in Indonesia, yet its implementation varies significantly across different local contexts. Understanding these contextual variations is essential for optimizing family-centered development strategies and strengthening local governance systems.

**Objective:** This study aims to examine the implementation of the PKK program across three distinct local settings—Minahasa Regency (North Sulawesi), Serang City (Banten), and Cibinuang Village in Kuningan Regency (West Java)—to understand how *PKK* functions as a community-based empowerment initiative under diverse social and institutional conditions.

**Method:** A qualitative descriptive approach with a case study design was employed. Data were collected through in-depth interviews, participatory observations, and document analysis across the three research sites.

**Findings and Implications:** The study reveals that *PKK* program success is strongly determined by four key factors: local government support, cadre capacity, community participation levels, and structured data-driven planning mechanisms. Minahasa Regency demonstrates robust institutional support and well-structured program execution. Serang City shows promising organizational reform but encounters challenges in innovation capacity and equitable distribution of resources.

**Conclusion:** *PKK* plays a strategic role in advancing inclusive, family-centered development in Indonesia. This study provides critical insights for strengthening local governance frameworks and enhancing social empowerment programs through context-sensitive approaches that address institutional capacity, participatory mechanisms, and collaborative governance structures.

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## INTRODUCTION

Family welfare is a crucial foundation in social and economic development, particularly in rural areas that face various challenges, including limited access to education, healthcare, economy, and information ([Kurniawati et al., 2023](#)). National development aims to improve the quality of life for society, but disparities between urban and rural areas remain significant challenges. Recent data from the Central Statistics Agency (BPS) show that rural poverty rates consistently surpass those in urban areas, influenced by factors such as limited job opportunities, low education levels, and unstable household income.

This condition requires empowerment programs that address basic family needs while encouraging community self-sufficiency. While family welfare remains central to Indonesia's development agenda, rural areas continue to face persistent developmental challenges despite national efforts. The poverty rate in rural Indonesia was approximately 13.7% in 2022, significantly higher than the urban rate of 7.5%, highlighting the critical need for targeted interventions. The Family *Pemberdayaan Kesejahteraan Keluarga (PKK)* has a very important role in improving family welfare, especially in rural areas. *PKK* is a community organization established to help the community through programs based on family empowerment.

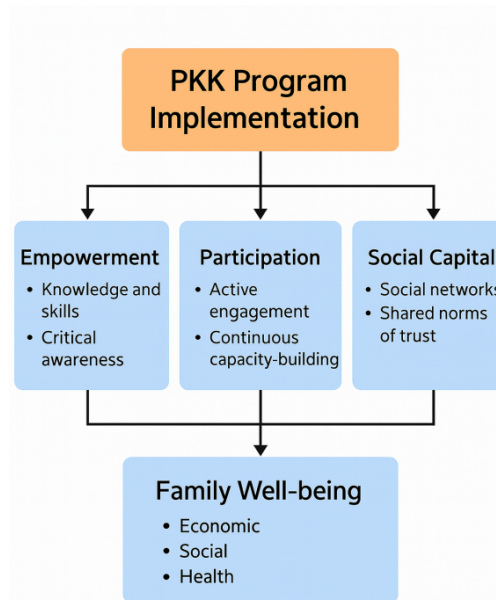
With a family-based approach, the *PKK* seeks to focus on the basic needs of the family, ranging from improving the economy, health, education, to social welfare in the community. However, although the *PKK* has been successful in some areas, its contribution to the welfare of rural families still needs to be analyzed more deeply ([Mathias et al., 2025](#)). A more comprehensive analytical approach is needed to identify the factors that influence the success or failure of *PKK* programs at the village level. Some aspects that need to be explained include the economic impact of programs such as skills training, empowerment of family micro businesses, to job creation for the community.

In the context of family development, the *Pemberdayaan Kesejahteraan Keluarga (PKK)* stands out as one of the largest and most structured community organizations, reaching down to the village level. *PKK* plays a significant role in enhancing family welfare through its 10 key programs, including education and skills development, cooperative life, nutrition, clothing, healthcare, family planning, environmental conservation, and social activities. The presence of *PKK* around communities makes it a key player in strengthening family capacity in various aspects: economic, health, and social.

However, the effectiveness of *PKK* programs in rural areas is not always optimal. Previous research has shown limitations in funding, cadre

competencies, community participation, and program sustainability. Some studies indicate that the success of PKK programs is highly dependent on the support from local governments, program planning quality, and active community involvement. Nevertheless, there is a lack of research specifically analyzing how PKK programs contribute to improving family welfare in rural areas with a more comprehensive analytical approach.

The Family Empowerment and Welfare Program (PKK) is one of the largest community organizations in Indonesia that plays an active role in family-based development efforts. With a scope that reaches up to the hamlet and RT/RW levels, PKK becomes a bridge between government and community programs, especially in improving the quality of family life through educational, participatory, and inclusive approaches. Through its ten main programs, the PKK focuses on family education, increasing income, health, food security, and moral and social development.



**Figure 1.** PKK Program Implementation

Various studies show that the involvement of the PKK in family empowerment has a positive impact on the welfare of the village community. Suharnanik & Yulairini, (2022) in his research stated that entrepreneurship training facilitated by the PKK has helped housewives improve their skills and family income, thereby contributing to strengthening the household economy. A. R. Dewi et al., (2023) highlighted the nutrition garden program as one of the PKK's innovations that not only provides a source of healthy food for families but also increases awareness of the importance of nutritious and environmentally friendly consumption patterns.

Nevertheless, the effectiveness of *PKK (Pemberdayaan Kesejahteraan Keluarga)* programs is not without challenges and is shaped by various supporting and inhibiting factors. Emphasized that the success of program implementation largely depends on the quality and motivation of *PKK* cadres, the involvement of village governments, and the availability of resources. On the other hand, Faradilla, (2025) pointed out that the lack of continuous training and limited funding are major obstacles that prevent programs from operating optimally, often reducing them to mere administrative routines.

Low community participation is also a recurring issue in the implementation of *PKK* activities. Horamo et al., (2021) found that poor transparency in program management and the absence of regular evaluation have contributed to a decline in public trust, which ultimately affects community engagement. These findings underline the importance of strengthening *PKK*'s institutional capacity not only as program implementers but also as social actors capable of building adaptive and responsive community networks. Furthermore, *PKK*'s contribution is not limited to economic aspects but extends to strengthening the social cohesion of rural communities. In a broader context, Imanuella et al., (2025); Putra & Sajida, (2023), Emphasized the strategic role of *PKK* during crises, such as the COVID-19 pandemic, when the organization effectively became an agent of public health communication and a distributor of social aid demonstrating its institutional flexibility and resilience at the grassroots level.

Freire emphasized the importance of critical consciousness in community empowerment, enabling individuals and groups to recognize and transform oppressive social conditions. In the context of *PKK*, empowerment takes place when families particularly women gain knowledge, skills, and self-confidence to make significant decisions both in their households and communities. This aligns with *PKK*'s core mission of building empowered families as the foundation of a resilient society.

The empowerment theory developed by Slootjes & DeRolf, (2025) categorizes empowerment into three key dimensions: intrapersonal (a sense of self-control and efficacy), interactional (the ability to understand and navigate social systems), and community-level (active participation in social and institutional structures). These dimensions are highly relevant for analyzing how *PKK* cadres and the families they support become empowered in various aspects of social and economic life. Participation in this framework is not symbolic but represents a genuine process of transferring control from external actors to local communities (Rabbidge, 2025). In the context of *PKK* programs, the engagement of community members both as beneficiaries and

as implementing cadres is central to the success of family empowerment efforts.

*PKK* adopts a participatory development approach when communities are empowered not merely as objects of development, but as active subjects who contribute to the design and evaluation of programs. When this level of participation is effectively facilitated, without prolonged reliance on external interventions. This research is necessary to assess the effectiveness of *PKK* programs as a family empowerment strategy in rural areas, identify the supporting and inhibiting factors, and explore empowerment models that are most suitable for the socio-economic conditions of rural communities. Therefore, this study not only contributes to theoretical literature on community development and family empowerment but also offers practical insights for village governments, *PKK* cadres, and other stakeholders in formulating more adaptive, effective, and sustainable family empowerment policies.

Despite the established significance of the *PKK* program in national development discourse, critical gaps remain in the empirical literature. First, existing studies predominantly focus on single-location implementations, limiting understanding of how contextual factors shape program effectiveness across diverse settings. Second, there is insufficient analysis of the institutional mechanisms that enable or constrain *PKK*'s capacity to generate sustainable outcomes. Third, the role of digital transformation and inter-agency collaboration in enhancing *PKK* effectiveness remains underexplored. This study addresses these gaps by conducting a comparative analysis across three distinct Indonesian contexts, examining both institutional dynamics and grassroots implementation challenges.

This research aims to analyze the implementation of *PKK* programs in rural areas, identify factors influencing program success, and assess their contribution to improving family welfare. The findings of this study are expected to serve as a foundation for policy-making, enhance cadre capacity, and improve *PKK* programs to better target and have a tangible impact on the quality of life in rural families.

## **RESEARCH METHOD**

This study employed a qualitative descriptive method using a case study approach, aiming to gain an in-depth understanding of the implementation of *PKK* (Family Welfare Empowerment) programs across different local contexts in Indonesia. This approach was chosen because it is well-suited to exploring complex and contextual social phenomena—such as family empowerment through community-based programs at the village and urban levels. As

emphasized by Palacios, (2014), qualitative research allows researchers to “understand the meaning individuals construct about their social experiences,” which in this case includes *PKK* cadres, village officials, and beneficiary families.

The research was conducted in three selected regions of Indonesia, each representing different levels of *PKK* program achievements: Minahasa Regency (North Sulawesi), Serang City (Banten), and Cibinuang Village in Kuningan Regency (West Java). These locations were purposively selected to reflect the diversity of contexts and implementation outcomes of *PKK* programs. The case study design enabled the researcher to identify supporting and inhibiting factors of program success in a detailed and contextualized manner. R.K.Yin, (2014), notes that case studies are appropriate when researchers seek to answer "how" and "why" questions in real-life settings, where the boundaries between the phenomenon and its context are not clearly defined.

Data collection was conducted through in-depth interviews with *PKK* cadres, local government officials, and recipient families, as well as participant observation of ongoing *PKK* activities in each location. Program documentation and village archives were also analyzed as supporting data. The data were processed using the interactive model of analysis proposed by Miles & Huberman, (1994), which consists of three key stages: data reduction, data display, and conclusion drawing/verification. To ensure data validity, the researcher employed triangulation of sources and methods, as well as member checking with key informants to confirm the accuracy of interpretations. This approach is expected to provide a comprehensive portrayal of the role of *PKK* in improving family welfare across three regions with diverse social and institutional contexts.

To ensure credibility and trustworthiness, this study employed multiple validation strategies. Data triangulation was achieved through the integration of interview transcripts, observational field notes, and official documentation from each research site. Methodological triangulation combined in-depth interviews with participatory observation to cross-verify findings. Member checking was conducted by sharing preliminary interpretations with key informants to validate accuracy. Additionally, peer debriefing sessions with academic colleagues helped refine analytical categories and reduce researcher bias. These combined strategies enhance the rigor and dependability of the qualitative findings.

This study employed a triangulated data collection strategy to achieve a comprehensive and in-depth understanding of the implementation of the *PKK* (Family Welfare Empowerment) program in Minahasa Regency, Kota Serang,

and Cibinuang Village, Kuningan. The first technique used was in-depth interviews with key informants, including the heads of TP PKK at the village or sub-district level, active PKK cadres, village heads or sub-district leaders, and representatives of beneficiary families. Interviews were conducted using a semi-structured format, allowing the researcher to explore the experiences, perspectives, and challenges faced by program implementers and recipients with both flexibility and consistency around the research themes.

The second technique was participant observation, conducted by directly attending and observing PKK activities such as *Posyandu* (integrated health posts), MSME training, nutrition counseling, and other routine community-based programs at each research site. The purpose of this observation was to document social interactions, levels of community participation, the role of cadres, and the real-time dynamics of program implementation. Observational data were recorded as field notes and reflective journals. In addition, the researcher collected documentary evidence and secondary data, including PKK activity reports, village profiles, and official documents from relevant government agencies to support the analysis of program sustainability and achievement.

The data were analyzed using the interactive model of analysis developed by Miles & Huberman, (1994), consisting of three main stages: data reduction, data display, and conclusion drawing/verification. Data reduction involved selecting and distilling key information from interviews, observations, and documents that aligned with the research focus. The reduced data were then organized into thematic matrices, narratives, and conceptual maps to facilitate the identification of patterns, cross-case comparisons, and relationships between variables. The final stage involved drawing preliminary conclusions and continuously verifying them throughout the data collection process to ensure analytical depth and accuracy.

To ensure the validity and reliability of the findings, source and method triangulation was applied by cross-verifying information obtained through interviews, observations, and documentation at each location. Additionally, member checking was carried out by presenting initial findings to key informants for confirmation, ensuring that the interpretations aligned with the realities experienced in the field. In qualitative research, the credibility of findings depends heavily on the depth of the researcher's engagement with the data. Therefore, continuous reflection and immersion in the field were integral components of the analytical strategy.

## RESULT AND DISCUSSION

### Result

#### Minahasa Regency, North Sulawesi

The implementation of the PKK program in Minahasa Regency demonstrates a relatively high level of achievement in supporting family welfare and community-based development. Interviews with the Subdistrict TP PKK Chairpersons and several PKK cadres indicated that the program has been carried out consistently and is responsive to local needs. Key activities such as family skills training, nutrition garden development, maternal and child health counseling, and *Posyandu* (community health post) services are conducted routinely and receive full support from the local government.

This commitment is evident in strategic agendas, such as the simultaneous inauguration of Subdistrict PKK leaders and the appointment of Bunda PAUD (Early Childhood Ambassadors) throughout Minahasa in 2024, which signals strong political will to strengthen PKK's institutional structures (RRI.co.id, 2024). Field observations revealed strong synergy between PKK and village or sub-district officials in designing and executing community-based programs. In subdistricts such as Tondano and Langowan, researchers found that PKK cadres were not only involved in routine program delivery but also actively participated in village planning forums (*Musrenbangdes*).

This illustrates that PKK in Minahasa is not merely carrying out administrative tasks but has become a social transformation agent through participatory activities that directly engage grassroots families. Moreover, the involvement of husbands and other family members in health and nutrition gardening activities indicates that the PKK program has fostered a collective awareness of the family's vital role in local development. Further documentation shows that PKK programs in Minahasa have measurable performance indicators. For instance, through nutrition and sanitation education programs, stunting cases among children under five have declined by 12% in the past two years in intervention villages.

This success is supported by the cadres' ability to conduct systematic family outreach and data recording, along with regular training provided by the Department of Women's Empowerment and Child Protection. These findings confirm that the effectiveness of the PKK in Minahasa is not merely symbolic or ceremonial—it is built upon strong institutional work, government support, and active community participation. As such, Minahasa Regency serves as a model of best practice in strengthening the PKK's role at the local level.

The successful implementation of the PKK program in Minahasa is driven by several key enabling factors. Full backing from the local government has

been a cornerstone in reinforcing the structure and sustainability of the program. The inauguration of TP PKK subdistrict leaders and the appointment of Bunda PAUD across Minahasa demonstrate a concrete political commitment to family-oriented programs (RRI.co.id, 2024). This support includes not only administrative alignment but also the allocation of operational funding and regular cadre training.

The high capacity and dedication of PKK cadres form the backbone of implementation at the village and sub-district levels. Cadres with a strong understanding of their duties have become effective facilitators of community change. Some have even participated in village development forums, indicating that PKK is now integrated into participatory village planning processes. Active involvement from residents—both men and women—in activities such as nutrition gardening, *Posyandu*, and skills training reflects the success of PKK in building collective awareness. Trust in the PKK cadres has created a solid foundation for program continuity and sustainability.

Despite its overall effectiveness, the PKK program in Minahasa still faces several challenges. One major constraint is the cadres' dependency on top-down directives, which hinders innovation at the grassroots level. Several cadres expressed that they were overwhelmed by rigid administrative tasks and reporting requirements, leaving little room for creative adaptation based on local needs. The scarcity of younger cadres poses a threat to long-term program sustainability.

Many PKK members are elderly women, and efforts to recruit and mentor younger cadres have not yet been sufficiently addressed. Weak collaboration between PKK and other local institutions—such as traditional councils, youth groups (*Karang Taruna*), and farmer cooperatives—limits the integration of PKK activities within broader community initiatives. Wahyuni (2021) notes that one persistent challenge in PKK implementation is the weakness of local organizational networks, which undermines long-term program effectiveness.

### **Serang City, Banten**

The implementation of the PKK program in Kota Serang has shown positive progress, particularly in terms of institutional strengthening and the integration of essential family services. Interviews conducted with the heads of TP PKK at the subdistrict level and local cadres in Walantaka and Curug subdistricts revealed that the PKK program has undergone organizational restructuring through the simultaneous inauguration of TP PKK subdistrict teams, facilitated by the Serang City Government. This step is considered a strategic move to improve coordination among PKK teams at the city, subdistrict, and neighborhood levels, while also ensuring program continuity

on the ground. According to a report by serangkota.go.id (2024), the inauguration was accompanied by an emphasis on the role of cadres as key implementers of family-based empowerment activities.

In general, PKK activities in Kota Serang focus on strengthening family health services, particularly through the optimization of *Posyandu* (community health posts). Field observations confirmed that *Posyandu* services are routinely carried out in nearly all urban villages, with active participation from both cadres and local residents. Activities such as child weighing, nutritional counseling, and education for pregnant and breastfeeding mothers are delivered in a structured manner with support from local health centers (*Puskesmas*).

In addition, training programs on household skills including healthy cooking, handicrafts, and family financial management have been implemented in several subdistricts. Women of productive age, especially homemakers, have been particularly active in these programs. This indicates that the PKK in Kota Serang has successfully functioned as an inclusive learning and empowerment platform, responsive to local needs and social dynamics. However, the effectiveness of PKK programs in Kota Serang varies across regions. Some subdistricts, such as North Serang, have more active cadres and innovative programming, while other areas, like Taktakan, remain limited to routine activities.

The continuity of cadre training also remains a concern, as not all cadres receive regular capacity-building sessions. Despite these challenges, the strong organizational structure, consistent municipal government support, and increasing community involvement provide a solid foundation for strengthening the role of PKK as a family-level agent of social transformation. With enhanced inter-sectoral coordination and the upskilling of cadres, PKK in Kota Serang holds significant potential to serve as a model for sustainable and measurable urban family empowerment.

The implementation of the PKK program in Kota Serang reflects a positive dynamic, particularly in terms of institutional strengthening and structural coordination. A key supporting factor is the city government's success in conducting regular inauguration and restructuring of subdistrict-level TP PKK teams, as reported by the official government portal serangkota.go.id (2024). This restructuring has enhanced the coordination chain and clarified the roles of cadres from subdistrict to neighborhood levels, positioning PKK as a strategic organization in supporting government-led community initiatives.

One of the key supporting factors for the success of PKK programs in Kota Serang is the availability of *Posyandu* (integrated health posts) and other community-based health facilities actively managed by PKK cadres. Regular

activities such as child weighing, nutritional counseling, and prenatal education are conducted on a scheduled basis and are well-documented. Support from local health centers (*Puskesmas*), as well as synergistic programs from the Serang City Health Department, have enhanced PKK's capacity to deliver promotive and preventive health services. Additionally, the availability of tools such as maternal and child health books (KIA), training modules for cadres, and logistical assistance from village funds further reinforce the effectiveness of program implementation.

Another significant enabling factor is the growing community participation, particularly among women of reproductive age, which has become an important form of social capital for sustaining PKK activities. The community increasingly perceives PKK not merely as a ceremonial organization, but as a platform for family development and non-formal education. Programs such as household skills training, family financial literacy education, and the establishment of community reading gardens have successfully attracted engagement from young mothers, especially in subdistricts like Walantaka and Taktakan.

Despite improvements in institutional structure, PKK implementation in Kota Serang still faces several challenges. One major inhibiting factor is the disparity in capacity across subdistricts. Observations and interviews revealed that not all subdistrict-level TP PKK teams have equal human resources or infrastructure. While some subdistricts are more advanced with active and well-trained cadres, others struggle with recruiting new members and maintaining consistent training programs.

Another constraint is the lack of innovation at the urban village level. Many PKK activities tend to be repetitive and are not driven by localized data. For example, nutrition outreach sessions are often delivered in a general manner without tailoring the content to local conditions such as stunting rates or the prevalence of non-communicable diseases. This indicates a gap in using data-based planning, which could otherwise enhance the relevance and impact of program interventions.

Lastly, suboptimal cross-sectoral coordination poses a structural barrier. Although PKK maintains partnerships with relevant municipal agencies, integration with departments such as Education, Social Affairs, and local community organizations remains limited. In many cases, programs operate in silos without synergy with broader development initiatives at the city level. As Sari et al. (2019) emphasized, weak inter-agency collaboration can diminish the cumulative impact of empowerment programs that should ideally be mutually reinforcing.

**Table 1.** Summary of the Findings of the PKK program in Serang City

<b>Types of Factors</b>	<b>Rincian</b>
<b>Supporter</b>	Restructuring of TP PKK District, active <i>Posyandu</i> , logistical support, participation of young women
<b>Retardant</b>	Capacity gap between regions, lack of local innovation, weak cross-sector coordination

Source: Data processed

### **Cibinuang Village, Kuningan Regency, West Java**

In-depth interviews were conducted with the Head of the Family Welfare Movement (TP PKK) in Desa Cibinuang, several active cadres, and village officials. The interviews revealed that the implementation of the PKK program in Desa Cibinuang has reached all family elements and has been successfully implemented in accordance with the Village Medium-Term Development Plan (RPJMDes). The Head of the TP PKK stated that "all PKK programs have been integrated into the village development agenda and are fully supported by the village head and his staff." PKK cadres revealed that training and mentoring for families, particularly housewives and young women, is carried out continuously, including training on productive economics, parenting, and family health. Respondents also attributed this success to a regular work schedule, monthly evaluations, and strong community participation.

From direct field observations, researchers noted that PKK activities in Desa Cibinuang are carried out in an organized and consistent manner. Weekly activities include integrated health posts (*Posyandu*), household skills training (making local food products, sewing, and recycling household waste), and the use of nutritional gardens in residents' yards. For example, integrated health post (*Posyandu*) activities appear to be running effectively, with cadres assisting with toddler weighing, completing the Health Card (KMS), and providing nutrition education for pregnant women. Researchers also noted that MSME training activities were facilitated by village officials, with resource persons from the Kuningan Regency Trade and MSME Office present. The village PKK room was also actively used for routine meetings, program discussions, and the distribution of family health logistics.

Documents obtained from the village secretariat and the TP PKK corroborated the findings of interviews and observations. The annual PKK activity report showed that 100% of the current year's priority programs had been implemented, including the UP2K (Family Income Improvement Efforts), *Posyandu Terpadu* (Integrated Health Post), and *Rumah Gizi* (Nutrition House) program. The village's digital archive also contains visual documentation such as activity photos, implementation reports, and

attendance records for residents participating in PKK activities. Furthermore, financial reports indicate a specific allocation of Village Funds to support PKK program operations. Monthly internal evaluation records reflect a consistent monitoring and quality control system for activities. Medium-term planning documents demonstrate that the PKK is an integral part of the village's long-term development strategy.

The effective implementation of the PKK program in Desa Cibinuang is supported by several reinforcing factors. First, the full commitment of the village government—through policy, funding, and facilitation—plays a crucial role. The Village Head actively includes TP PKK in the village's planning and decision-making process, positioning them not just as implementers, but also as co-designers of empowerment strategies. Interviews reveal that PKK is integrated into the village's governance system, contributing to both vision and execution. Second, the high capacity and dedication of PKK cadres provide a foundation for the program's sustainability. Cadres are regularly trained, display strong collective work ethics, and are actively involved in reporting, mapping community needs, and managing group finances.

Third, the active participation of residents, particularly women, youth, and the elderly, strengthens social cohesion and inclusivity. Community members contribute time, resources, and ideas, particularly for activities such as economic skills training, nutrition gardens, and integrated health services like Posyandu. This inclusive approach has turned PKK into a genuine community movement. Fourth, the implementation of a data-driven management system further distinguishes Desa Cibinuang. All PKK activities are well-documented, integrated with the Village Development Information System (SIPD), and used in village-level deliberations (Musyawarah Desa), ensuring that programs respond to actual needs and show measurable outcomes. However, several challenges remain.

One concern is leadership dependency; the consistency and progress of PKK initiatives heavily rely on strong leadership from the Village Head and PKK Chair. Without proper leadership transitions, there is a risk of program stagnation. Additionally, gaps in participation remain, especially among marginalized groups such as women with disabilities or the elderly, signaling the need for expanded social inclusion. Lastly, limited digital literacy among cadres has hindered efforts to scale digital marketing and family education programs, despite initiatives such as online promotion of UP2K products. Bridging this digital divide will be essential for the long-term success and modernization of PKK programs in the village.

## Discussion

### PKK Program Implementation in Minahasa Regency, North Sulawesi

The implementation of the PKK (Family Welfare Empowerment) program in Minahasa Regency demonstrates a high level of effectiveness in strengthening the role of the family as a fundamental unit of community development. This is evidenced by the consistent success of various activities that focus on key areas such as household food security, early childhood education (PAUD), and family health. The simultaneous inauguration of Subdistrict PKK Chairpersons and the appointment of Bunda PAUD (Ambassadors for Early Childhood Education) across Minahasa serve not merely as administrative events but as clear indicators of the regional government's structural commitment to positioning the PKK program as a strategic instrument for family-centered community development. This strong policy support has become a major driving force that allows PKK activities to move beyond routine tasks toward more innovative initiatives that address the real and localized needs of rural communities.

These findings reinforce the research of Yeşilfidan et al., (2025) who emphasized the importance of family-based interventions such as nutrition gardens and health counseling in improving household food security. In Minahasa, nutrition garden programs managed by PKK groups not only provide healthy food sources but also function as educational spaces for families. These activities create opportunities for community members to learn together about consumption patterns, household-scale agriculture, and the productive use of home gardens. As a result, local households have become less dependent on market-based food sources and more self-reliant, adopting sustainable, locally-oriented food practices. Additionally, integrated programs for PAUD and *Posyandu* (community health posts) at the village level have helped strengthen foundational education and health services—two essential pillars of long-term family development.

From a theoretical perspective, the success of the PKK program in Minahasa reflects the interactional dimension of Zimmerman's Empowerment (Li et al., 2025; Messman et al., 2022). This dimension emphasizes the capacity of individuals and groups to understand the surrounding social structures, recognize opportunities for action, and build social relationships that strengthen their role in decision-making processes. PKK cadres in Minahasa exhibit these capabilities through close collaboration with village governments, local health services, and educational institutions in designing and executing contextually relevant programs. Furthermore, the implementation of the PKK program in Minahasa aligns closely with the principles of participatory development outlined by (Wilson & Hunter, 2023).

Community members are not merely passive recipients of assistance; they are active agents of change who take part in planning, implementing, and evaluating activities such as family skills training, nutrition gardening, and parenting forums.

Thus, the PKK program in Minahasa Regency not only represents a successful case of technical program execution but also illustrates that with adequate space, capacity-building, and institutional support, communities can develop a sustainable and locally grounded system of family empowerment. This case offers a replicable model for other regions, provided that adaptations are made to suit each area's unique sociocultural and geographic context. In this way, PKK can be further strengthened as a strategic agent for family-based social development across Indonesia.

### **Discussion PKK Program Implementation in Serang City, Banten**

The implementation of the PKK (Family Welfare Empowerment) program in Kota Serang has shown notable progress, particularly in the areas of institutional strengthening and the revitalization of basic community services such as *Posyandu* (integrated health service posts) and family education. One of the key indicators of the local government's commitment is the simultaneous inauguration and restructuring of TP PKK at the sub-district (*kecamatan*) level. This step was not merely administrative reform, but also a strategic effort to reinforce PKK governance from the municipal level down to neighborhood units (*kelurahan*).

Interviews with TP PKK administrators and field cadres revealed that activities such as nutrition education, maternal and child health training, and family skills development are conducted regularly with support from local health centers (*Puskesmas*) and related government agencies. However, the effectiveness of these programs continues to face challenges in terms of innovation and the uneven capacity of cadres across districts, particularly in areas with limited access and resources.

These findings are consistent with the study by Kim et al., (2025), which noted that the success of PKK programs in urban areas is often influenced by the managerial skills of sub-district TP PKK leaders and the consistency of support from local governments. Kota Serang has taken systematic steps to strengthen its organizational structure, yet several cadres expressed the need for ongoing training and program renewal to prevent stagnation and overly administrative routines.

Masullo & O'connor, (2020) also emphasized that the effectiveness of PKK depends largely on the organization's ability to innovate and tailor programs to local contexts, rather than merely replicating top-down national agendas.

From a theoretical standpoint, the condition of PKK implementation in Kota Serang reflects the intrapersonal dimension of Zimmerman's Empowerment Theory (2000), which involves individuals' perceptions of their own competence and confidence in fulfilling social roles. In districts with more active and self-assured cadres, PKK activities tend to be more dynamic and diverse. However, in areas where training and institutional support are lacking, cadre participation is often passive and overly reliant on hierarchical instructions.

This indicates that the empowerment process has not yet fully extended to the interactional and community dimensions of the theory, as many cadres are still unable to build social networks or engage meaningfully in cross-sectoral decision-making processes. While citizens attend events, they are not yet fully engaged in the design, planning, or evaluation of PKK programs. Many activities, such as skills training and nutrition education, remain top-down in nature and are often delivered by external facilitators rather than arising from local initiatives.

Nonetheless, there is significant potential to strengthen community-based participation, given the presence of active *Posyandu* networks, enthusiastic PKK women's groups, and local government officials who are open to collaboration. Moving forward, efforts to enhance inter-departmental collaboration, provide context-specific cadre training, and create space for local innovation will be key strategies in fostering a more transformative and sustainable impact of the PKK program in Kota Serang.

### **Discussion of Cibinuang Village, Kuningan Regency**

The implementation of the PKK (Family Welfare Empowerment) program in Cibinuang Village, Kuningan Regency, demonstrates a model of highly effective community-based family development. The research findings indicate that all target indicators outlined in the village's mid-term development plan (RPJMDes) have been fully achieved, with PKK programs integrated seamlessly into the governance and daily routines of the village. Activities such as UP2K (Family Income Improvement Efforts), integrated health services (*Posyandu*), nutrition gardens, parenting education, and home industries are not only regularly conducted but are also planned collaboratively with local stakeholders. Village leaders, PKK cadres, and community members share a strong commitment to sustaining family welfare initiatives, making Cibinuang Village a standout example of participatory and responsive village governance.

These findings are consistent with the study by Moschini & Sindoni, (2021), which emphasized the critical role of digital documentation, youth

involvement, and institutional integration in ensuring the sustainability of PKK programs. In Cibinuang Village, community participation extends beyond formal involvement; it reflects genuine ownership and co-creation of initiatives. Young women are actively included as next-generation PKK cadres, and village-level systems such as SIPD (Village Development Information System) are used to monitor progress, ensure accountability, and support data-driven decision-making ([Poudel et al., 2025](#)).

This alignment between grassroots execution and digital governance showcases the maturity of PKK's institutionalization in the village. From a theoretical perspective, Intrapersonal empowerment is seen in the confidence and leadership of PKK cadres who plan and execute programs independently. Interactional empowerment is evident in the cadres' ability to navigate administrative structures and collaborate with external institutions like public health centers and local government units. Community empowerment manifests in the collective participation of villagers in PKK programs and policy planning forums, especially in the *musyawarah desa* (village deliberations).

Furthermore, the implementation of PKK in Cibinuang aligns Participatory Development Theory, as community members are actively engaged in all stages of program development from needs assessment and planning to implementation and evaluation ([Nuamah, 2021](#)). Unlike many villages where participation remains symbolic, Cibinuang exemplifies transformative participation, where community voices shape priorities and resource allocations.

Lastly, the case supports Friedman's Family Social Health Model (1992) at Nuamah, ([2021](#)), which suggests that a family's well-being depends on a balanced interaction between economic stability, health, education, and environmental factors. Cibinuang Village's PKK programs cover all these areas holistically. Economic programs like home industries empower women financially; health programs improve nutrition and maternal care; and educational programs nurture early childhood development and parenting skills all delivered through integrated community systems.

In summary, Cibinuang Village provides a replicable model of how PKK programs, when supported by visionary village leadership, structured planning, and inclusive participation, can significantly elevate family welfare and village development. The success of this case underscores the importance of institutional continuity, intergenerational cadre development, and participatory planning in making PKK a sustainable and transformative force in rural Indonesia.

This study shows that PKK plays a key role in supporting local development, especially at the village level. In places like Cibinuang Village and Minahasa, where PKK programs are integrated into village planning, the results are more effective and sustainable. Therefore, local governments should create policies that formally involve PKK in planning and budgeting processes. This includes giving PKK access to village funds, regular training, and opportunities to join development meetings.

PKK should also be seen not just as a women's group but as an active partner in areas like health, education, food security, and family economy. With the right support, PKK can help solve community problems from within, especially since it works closely with families. Its strong presence at the grassroots level makes PKK a valuable link between government programs and everyday community needs. Strengthening PKK means improving development that is more inclusive, especially for women and families.

**Study Limitations and Alternative Explanations:** While this study provides valuable insights, several limitations warrant acknowledgment. First, the purposive sampling approach and focus on three specific locations may limit generalizability to other Indonesian contexts with different socio-economic or cultural characteristics. Second, the cross-sectional design captures PKK implementation at a specific point in time, potentially missing longitudinal dynamics and seasonal variations in program activities. Third, social desirability bias may have influenced some respondent narratives, particularly regarding sensitive topics such as leadership conflicts or program shortcomings.

Alternative explanations for observed patterns should also be considered: variations in PKK effectiveness may reflect not only institutional factors but also broader regional development trajectories, historical legacies of community organizing, or unmeasured variables such as local political dynamics. Future research employing longitudinal designs and incorporating quantitative impact assessments could help disentangle these complex relationships.

## **CONCLUSION**

This study concludes that PKK program implementation across Minahasa Regency, Serang City, and Cibinuang Village demonstrates varying effectiveness influenced by local governance structures, community participation, cadre capacity, and institutional support. Minahasa exhibits high effectiveness through strong governmental commitment, structured policy support, and active cadre involvement, particularly in family nutrition, early childhood education, and public health initiatives.

Serang City demonstrates measurable improvements through institutional restructuring and community health service integration via *Posyandu*, although disparities in cadre capacity and limited innovation at sub-district levels remain challenging. Cibinuang Village exemplifies grassroots engagement through participatory planning, data-driven management, and community ownership, yielding inclusive and well-documented initiatives. However, persistent challenges across all locations include over-reliance on central leadership, gaps in digital literacy, limited inclusion of marginalized groups, and inconsistent cross-sector collaboration.

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